



To what Extent the Social Safety Net (JPS) Implement in Sleman Regency

Al Fauzi Rahmat*,¹ Pujiartini,² Titin Purwaningsih,³

^{1,2,3} Magister Ilmu Pemerintahan, Universitas Muhammadiyah Yogyakarta

Abstract. To strengthen social security for people with social welfare issues, the Sleman Regency government has implemented a Social Security Net (JSP) policy. Nevertheless, its management often poses obstacles and challenges in line with the implementation. This article aims to examine the implementation of the Social Safety Net (JPS) policy in Sleman regency, as a cash assistance program that has a significant influence on the basic needs of people's lives in the health, education and social sectors. Furthermore, this research method uses a qualitative approach with data collection techniques through in-depth interviews and performance reports. The results of this study are the Sleman Regency government through the Department of Social Service as an extension of the government sector that manages the JPS program still has a lack of personnel resources to handle the verification process and data validity of the JPS recipient. Nevertheless, the JPS program has a strong network of actors to work with the Regional Development Planning Agency, the Regional Finance and Assets Agency, the Department of Health, and social workers at the sub-district and village levels. However, a critical review of this implementation is that there is no solution to the problems of life for the people who receive funding from JPS. Programs provided by the government seem to be able to prevent and deal with risks from social shocks and vulnerabilities, but there is no government effort to design the program, which provides change for people who have social vulnerabilities. In this context, it certainly gives them life dependence because this program is only as unplanned social assistance in the form of money given to them.

Keywords: Social Safety Net; Policy Implementation; Sleman Regency

Abstrak. Untuk memperkuat jaminan sosial bagi orang-orang dengan masalah kesejahteraan sosial, pemerintah Kabupaten Sleman telah menerapkan Jaring Pengaman Sosial. Namun demikian, manajemennya seringkali menghadapi hambatan dan tantangan sejalan dengan implementasi. Artikel ini bertujuan untuk mengkaji implementasi kebijakan Jaring Pengaman Sosial (JPS) di Kabupaten Sleman, sebagai program bantuan tunai yang memiliki pengaruh signifikan pada kebutuhan dasar kehidupan masyarakat di sektor kesehatan, pendidikan dan sosial. Selanjutnya, metode penelitian ini menggunakan pendekatan kualitatif dengan teknik pengumpulan data melalui wawancara mendalam dan laporan kinerja. Hasil dari penelitian ini adalah pemerintah Kabupaten Sleman melalui Dinas Sosial sebagai perpanjangan tangan dari sektor pemerintah yang mengelola program JPS masih memiliki kekurangan sumber daya personel untuk menangani proses verifikasi dan validitas data penerima JPS. Namun demikian, program JPS memiliki jaringan aktor yang kuat untuk bekerja dengan Badan Perencanaan Pembangunan Daerah, Badan Keuangan dan Aset Daerah, Departemen Kesehatan, dan pekerja sosial di tingkat kecamatan dan desa. Namun, tinjauan kritis dari implementasi ini adalah bahwa tidak ada solusi untuk masalah kehidupan bagi orang-orang yang menerima dana dari JPS. Program yang disediakan oleh pemerintah tampaknya dapat mencegah dan menangani risiko dari guncangan sosial dan kerentanan, tetapi tidak ada upaya pemerintah untuk merancang program, yang memberikan perubahan bagi orang-orang yang memiliki kerentanan sosial. Dalam konteks ini, tentu saja memberi mereka ketergantungan hidup karena program ini hanya sebagai bantuan sosial tidak terencana dalam bentuk uang yang diberikan kepada mereka.

Kata Kunci: Jaring Pengaman Sosial; Implementasi Kebijakan; Kabupaten Sleman

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*Correspondence:

Ilmu Pemerintahan, Universitas Muhammadiyah Yogyakarta
JL. Brawijaya, Kasihan, Bantul, Yogyakarta, 55183
Email: al.fauzi.psc19@mail.umy.ac.id

INTRODUCTION

In recent years, several studies have revealed that social welfare problems are still one of the most pressing and complex issues that must be resolved immediately (Hafiludien & Istiawan, 2018, p. 84; Ridlo, Hakim, & Rahayu, 2017, p. 15; Sugiyanto, Tjahjono, Hartono, & Khuluq, 2019, p. 8). The problem of social welfare is believed to be closely related to the social conditions of people who experience a decline in welfare (Supriyadi & Hatta, 2018, p. 108). Like these problems, indeed the role of government is significant in providing a social protection system and assistance to improve the social welfare of the community by becoming policymakers, implementers and also mediators in providing social security assistance (Samad, 2019, p. 27). Thus this comprehensive policy and concrete actions aim to ease the burden on the community in meeting their basic needs and also protect their social security.

Through one of the pillars of national social security contained in Law / 40 of 2004 concerning the social security system and also in Law / 11 of 2009 concerning social welfare, namely the enactment of the social security system in the form of social safety nets. According to Wirmanda, et al. (2019, p. 60) social safety net is a program in the form of social assistance aimed at the poor, elderly, neglected children, persons with disabilities, and also other social problems. Then according to Kuntari (2016, p. 270), it is argued that social safety nets are for vulnerable groups of people and people who are weak and unable to equal human dignity. Furthermore, Syafar (2017, p. 13), also believes that the social safety net program is an emergency measure, emergency relief made by the government to alleviate the critical economic conditions of the community in the form of aid funds. So, the grant in the social safety net program is oriented to meeting the physical needs of people in need.

However, nowadays, the concept of social safety nets is considered not many of the local governments that set the regulations of the regional head regarding direct cash social assistance, it is due to less strict supervision from the government, which results in budget misappropriation in social assistance (Oktarina & Cayo, 2019, p. 68). Besides, the lack of funding budget sources is also one of the main factors for the implementation of social safety nets in some regions, and this could be due to the

low absorption of regional revenue funds. According to Wirmanda et al (2019, p. 74), argues that the implementation of the concept of social safety nets has not been able to run optimally, this is because the level of education owned by the community is still low, and there is no supervision or protection for the community. Then the views of Allo, Randa, & Bangun (2019, p. 41) also confirmed that the social safety net policy implemented by the regional government was considered not to show optimal results. This problem is also in line with what Syafar (2017, p. 18) explained that an inappropriate policy factor is considered to make the implementation of the social assistance program less than optimal. Thus, departing from the problems experienced in some of these areas, this study tries to review one area that implements a social safety net program, namely in the Sleman regency government.

Sleman is a regency that has implemented a social safety net program through Bupati Regulations No. 14 of 2019, where JPS is unplanned social assistance in the form of money. The stipulation of this regulation is undoubtedly based on Article 18 paragraph 6 of the Constitution, as the regional government has the right to stipulate regional regulations and other regulations to carry out regional autonomy and assistance tasks. Thus, the presence of Perbub No. 14 of 2019 it considered as one of the Sleman Regency breakthroughs in optimizing the role and task of implementing the government as a public servant, particularly regarding the provision of social protection and safety assistance in the health, education and social sectors for residents and/not residents of Sleman Regency.

Based on recapitulation results of poverty data in semester 1 of Sleman regency in 2019 and 2020, there was a decrease in the number of poor household heads by 1,194. However, when viewed from the number of poor people, there was an increase of 3,692 people. The vulnerable category of poor people was 3,249 heads of vulnerable low-income families who experienced an increase in 2020 with a total of vulnerable poor people also experienced a significant increase of 27,385 people. As in pictures [1.1] and [1.2].

Figure 1.1
Sleman Regency Poverty Data 2019 (Semester 1)

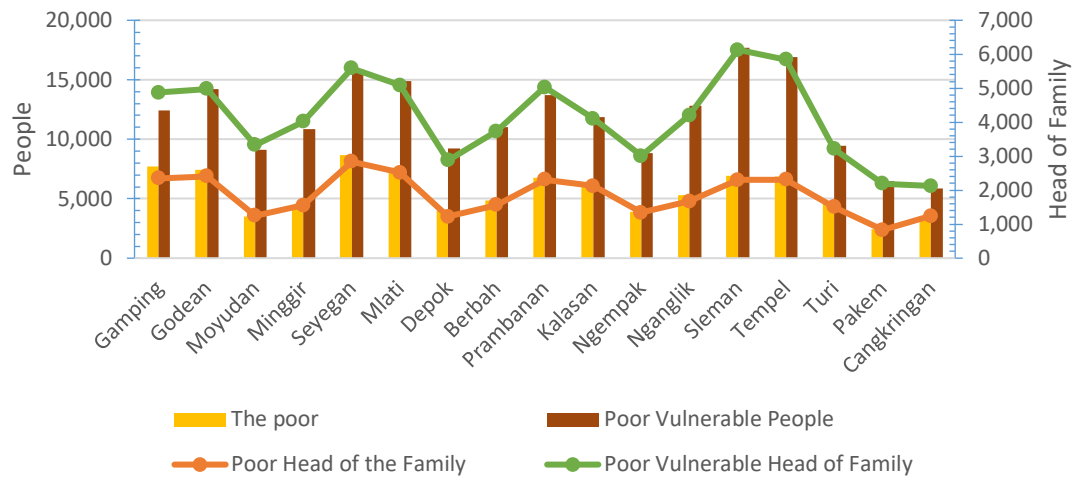
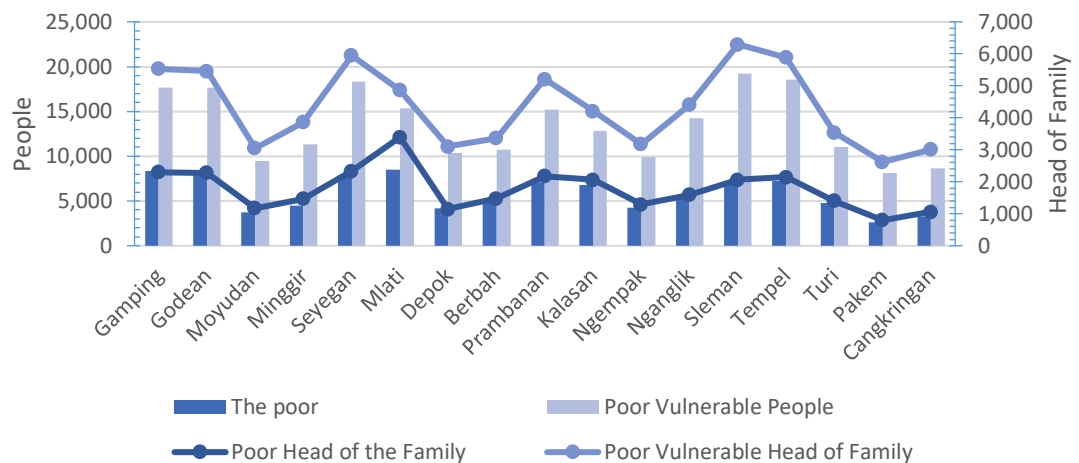


Figure 1.2
Sleman Regency Poverty Data 2020 (Semester 1)



Referring to the indicators that have the right to get assistance from the social safety net program are people with poor and vulnerable categories of poverty. However, the brief review above shows that the poverty value only decreased by around 10%; the poverty value is still considered quite high. On the other hand, the value of the vulnerable experienced a very significant increase, and this is one of the concerns for the category of vulnerable who would potentially become poor categories. Thus, the critical review in this paper is an essential highlight of the implementation of social safety nets in Sleman Regency.

Therefore, the JPS policy is fundamental that concerns the fate of people with social welfare problems in Sleman Regency. It is coupled with a review of the long-term regional development mission that is “Improving Community Welfare” by creating various programs that are synergistic and consistent. Then, the existence of this social safety net program should be able to minimize the number of people who are in weak, vulnerable lines. Thus, what makes the number of poor and vulnerable poor still high when the social safety net program is present? In sum, this study aims to examine the extent of the implementation of the Social Safety Net in Sleman Regency.

Public Policy: A Brief Review of a Perspective

In Suwitri (2014, pp. 1.7-1.8), several summary perspectives have collected from public administration experts on the understanding of public policy. Namely, first public policy is a view as ‘*a government action*’ seen from the views of Thomas R. Dye and James E. Anderson. Second, public policy is as ‘*the allocation of community values by the government*’ which sourced from the views of Harold D. Laswell, Abraham Kaplan, and David Easton. Third, public policy is as ‘*the design of programs developed by the government to achieve its objectives*’; obtained from James E. Anderson, George C. Edwards III and Ira Sharkansky.

Therefore, some of the views above it, then public policy as a process and action of the government in allocating some value obtained from the community then developed to present the program in order to achieve common goals. It means that public policy is only the government that can do it. Even so, the government makes public policy must determine based on public interests.

The above is in line with the expression of Ramdhani & Ramdhani (2017, p. 2) that the policy can interpret as an effort made by the government to achieve the goals to achieve, as well as aiming to solve problems related to the public interest by using facilities and within a specified period. Then in Tahir (2014), public policy must have goals or activities oriented to events that suddenly occur. Moreover, (Anggara, 2014, p. 35) believes that public policy, whether implemented or not carried out, is an action of the government that has a specific purpose.

In some experts revealed that there are at least five processes/stages of public policy including (i) policy agenda that is formulating a problem, (ii) formulation of the policy that is as a prediction of priority problems, (iii) the determination of policies that provide recommendations, (iv) the implementation of policies namely monitoring, and (v) evaluation the policy evaluates from the initial process carried out until the end. So that the right procedural application will produce policies that directly impact the public interest or vice versa, thus it will affect the performance of the next stage.

Policy Implementation: A Model and its Measurement

In essence, the role of the bureaucrats is very vital in the success of the implementation of the policy, although, besides, several external actors participated in the implementation. Anggara (2014, p. 159) argues that the perceptions, dispositions and capabilities of the implementers will influence when the policy/program implemented. Therefore, between the interests, abilities and perceptions of implementers will affect the results of implementation.

Related to policy implementation, many experts provide a model, one of which is Donald S. Van Meter & Carl Van Horn. In the Imronah (2009, p. 80) argues that the Van Meter and Van Horn models have formulated several variables that influence the implementation of the policy, namely in the measurement such as the existence of size factors and policy objectives, then the existence of policy sources. There are factors the nature of implementing agencies. Furthermore, there are factors communication between organizations and excellent communication on the activities carried out, then there is the attitude factor of the implementers, and finally, there are economic, social and political environmental factors.

The proposed model emphasizes that trends between public policies, implementers and the performance of public policy implementers must go in the same direction to achieve the goals and objectives to achieve. Then the factors of communication between institutions/organizations influence in supporting the implementation process. Furthermore, the implementers of the policy must have a strong commitment and the right disposition to try to carry out the policy under the

objectives of the policy, without the disposition and a strong commitment. Implementation will only affect the delay and even failure of the implementation of the policy. Furthermore, economic, social and political conditions are very supportive of success, because they are needed to create an atmosphere around policies so that people can actively participate. Moreover, finally, the behaviour of the implementor, the implementation behaviour shows behaviour that does not support the implementation of the policy or vice versa. Therefore it must be ensured that the implementation of the policy is really in a situation ready with various conditions to implement the policy (Langkai, 2020, pp. 56–57).

The success of implementation can assess in two perspectives, namely based on the implementation process and also the results achieved. In Akib (2010, p. 7) argues that the successful implementation of policies in the perspective of the process can be successful if the implementation is under provisions such as procedures / implementing procedures, implementing agencies, targets, program benefits. Then in the perspective of results, the implementation of the program is considered successful when the program can answer the problems experienced. Therefore, in the process perspective, it might be said to be successful, but it can fail if viewed from the resulting impact. Thus, policy implementation is seen as successful when consistency is a view between the process and the results achieved.

This article aims to discuss the implementation of the Social Safety Net program in Sleman Regency, where the study process requires guidance from Van Meter and Carl Van Horn theory and some previous studies, where it can all adopted as reference guides in this paper. Therefore, this study looks at briefly that the presence of social safety nets in Sleman Regency is one of the strategic steps of the Sleman Regency government in reducing the number of poor and vulnerable poor in Sleman Regency and also relates to the guarantee of inclusive education and health insurance obtained by the Sleman community and social Security. The Social Safety Net program is to guarantee the protection of social welfare. Therefore, this study tries explicitly to review critically; To what extent the Social Safety Net implemented in Sleman Regency?

METHODS

This research is located in the Sleman Regency Social Service. It believed that the government is responsible for managing the social safety net program, which is one of the manifestations of the functioning of decentralization or regional autonomy in Sleman Regency. Furthermore, a qualitative approach as a method in this study. Therefore, according to Rukajat (2018, p. 4), a qualitative approach as a research procedure produces descriptive data in the form of written and/or unwritten words which are then further analyzed and interpreted by referring to the theoretical basis associated with the research formulation.

Furthermore, this according to Anggito & Setiawan (2018), also argues that qualitative research is required to have a broader and deeper theory, but in conducting research, it cannot be a benchmark, because this research is of the nature to obtain and also find theories based on data obtained in the field. Thus, researchers refer to the program implementation theory put forward by Donald S. Van Meter & Carl Van Horn as a review of the variables are standards and targets, resources, communication between actors, implementing characteristics, dispositions and social, economic and political conditions.

Then, in-depth interviews as a data collection method in this study. According to Aminah & Roikan (2019, p. 68), the in-depth internal method is a method that has a formal guide in conducting interviews between researchers and informants by providing questions and topics that want to be known to obtain a data/information to the informant. The informants in this study are the staff and personnel of the social safety net under the control of the Social Service of the Sleman Regency.

Table 1.1
Research Informant

Informant	Name	Position
R1	Sugiantini	Staff Sub-section of Finance, Planning and Evaluation
R2	Sarastomo Ari Saptoto	Head of Social Welfare Data Section
R3	Erwan Zuhdi	Staff of the Division of Services
R4	Elapiyanti	Staff of the Person in charge for the Social Safety Net

From some of the essential informants above, we sought to gain a deep understanding of how social safety nets were implemented in Sleman Regency. Then, the data validity technique in this study was used with reliable document sources and

some online news media to support in answering the research formulation. So the validity of the research is highlighted in support of this study.

RESULTS AND DISCUSSION

Standards and Targets: An Affirmation towards Inclusive Citizens

The policy implementation can measure by the success of having a standard and objectives of the policy, as Van Meter & Carl Van Horn in Langkai (2020) confirms that the performance measures of policy implementation in terms of clear and precise standards and targets that must be owned by policy implementers.

In this context, along with the principle of autonomy, local governments have the right and obligation to regulate and manage their governments with clear standards and precise targets, one of which guarantees the lives of their citizens through several development programs. Therefore, the principle of decentralization is actively enforced by the regional government as a form of autonomy and a form of responsibility for the transfer of authority from the central government, it expected to identify the needs of the citizen in more detail, so that concern in managing the potential of the region will be better. It will affect the environment and also society according to standards and targets.

With the granting of autonomy, Sleman regency as one of the regions that implement awareness programs for its people through the Social Safety Net program. As in Kuntari (2016, p. 271), in general, a social safety net is a social protection program to ensure that all people belonging to the poor and vulnerable are weak so that they can meet their basic living needs. To alleviate poverty, the Sleman regency government through the Department of Social Service organized a program that directly touched the poor and vulnerable poor who did not get other assistance from the government. This assistance aims to ease the burden currently faced by applicants for social assistance.

*“Social safety nets are unplanned social assistance in the form of money given to residents with Sleman KTPs with socioeconomic status including poor and vulnerable poor, victims of social conflicts and neglect in Sleman regency”
(Interview with R1)*

Accuracy of poverty data and information is needed to ensure the successful implementation and achievement of the goals or targets of poverty reduction policies and programs provided to the community (Taufik & Sugiharto, 2019, p. 65). The Sleman District Social Office in assisting conducted surveys in advance to ensure the assistance provided was right on target. When conducting a survey, the survey officer must verify and validate the applicant's file with the actual situation. The applicant must meet the criteria of poor and vulnerable poor, have difficulty paying health costs, education, repatriation costs and also the cost of purchasing tools for people with disabilities.

“Beneficiary selection is done through verification and validation of data directly to the field, if the conditions are not appropriate then the submission of the applicant will not be fulfilled by the local government” (Interview with R4)

Thus, the accuracy of targets and eligibility standards is essential in assisting the Social Safety Net program. Therefore, the Sleman government is trying to continue to help so that the local people go to inclusive urban communities without any gaps between communities. Furthermore, the Social Safety Net is significant to create an inclusive community. So unplanned cash assistance programs are given directly to the poor and vulnerable not recipients of government assistance programs and have difficulty in paying for education, health, and other social costs previously the data has been verified and validated to the applicant's house to ensure the accuracy of the targets of the government program.

As for the implementation of social security assistance programs for the poor and vulnerable, the poor must have strong regulations or legal basis so that the assistance can be carried out with a full sense of responsibility and right on target. Law in the form of public policy is a suggestion to regulate the state which is run by the government to create welfare and justice for citizens (Taufik & Sugiharto, 2019, p. 59). The Department of social service at Sleman regency in assisting refers to the law that has formed to ensure that the program implemented does not violate the rules is right on target and is under the country's goal of prosperity and justice for the community.

The Department of social services in implementing the JPS program must refer to the law, which is secure so that there is no error in the implementation of the legal basis used. The legal basis that becomes the reference for the Department of Social Service at Sleman regency in implementing the Social Safety Net program is as follows:

Table 1.2

Legal Guidelines for the Implementation of Social Safety Net in Sleman Regency

Regulation	About
Law RI Number 11 of 2009	Social Welfare (State Gazette of the Republic of Indonesia of 2009 Number 12, Supplement to the State Gazette of the Republic of Indonesia Number 4967)
Law RI Numer 13 of 2011	Handling of the Poor (State Gazette of the Republic of Indonesia of 2011 Number 83, Supplement to the State Gazette of the Republic of Indonesia Number 5235).
Presidential Regulation Number 15 of 2010	Poverty Reduction Acceleration (State Gazette of the Republic of Indonesia Year 2015 Number 199).
Ministry of Social Affairs Regulation Number 08 Year 2012	Guidelines for Data Collection and Management of Data on Persons with Social Welfare Problems and Potential and Sources of Social Welfare (State Gazette of the Republic of Indonesia Year 2012 Number 567)
Sleman Regent Regulation Number 32.1 Year 2015	Grants and Social Assistance (Sleman Regency Regional News 2015 Number 17 Series E) as amended by Sleman Regent Regulation Number 37 of 2016 concerning Amendments to the Sleman Regent Regulation Number 32.1 of 2015 concerning Grants and Social Assistance (Sleman Regency Regional News 2016 Number 37).
Sleman Regent Regulation Number 40.1 of 2016	Social Safety Net
Sleman Regent Regulation Number 14 of 2019	Social Safety Net

Based on the above regulations, there will be an update to the rules if the rules above change. With a strong legal basis, the program can be appropriately implemented and full of responsibility so that there is no abuse of authority carried out by bureaucratic elements. So, with a clear legal framework, the decision making process by the executor (government) can be carried out quickly and precisely, because the function of the Social Safety Net program applied with the concept of collaboration between interrelated actors/institutions. Therefore, the role and task of managing policy implementers are seen as a primary focus because coordination and cooperation are needed to channel aid. Similarly, some scholars have noted that

the complexity of social welfare issues requires regulatory reforms that are expected to run optimally and have a positive impact on the protection of low-income families (Wirmanda et al., 2019, p. 63).

Resource Governance and Allocation: A Potential and Mechanism

Specifically, the success of policy implementation depends very much on the ability to utilize the available resources, among these resources namely human resources, budget and also supporting resources, as explained by Van Meter and Van Horn.

First, human resource governance: Who is responsible? Human resources are one of the critical factors in running an organization, so that the achievement of an organization's success depends on the ability of human resources in planning, implementing and controlling an organization so that the performance achievements run effectively and efficiently (Samsuni, 2017, p. 114). Regarding human resources, Simamora (2017, p. 3 p. 7) also believes that institutions must pay attention to their human management so that their activities can contribute to the achievement of organizational success in running a program.

In this context, various types of programs implemented by the Sleman Regency Social Service, both programs designed by the central and regional governments. Therefore, the issue of human resources is considered very urgent in carrying out the program. In particular, the review of the Social Safety Net program as one of its decentralization programs. A variety of human resources are involved in the success of the JPS program, including 23 from the Social Service, then ten from the Improvement of the Quality of the District Social Welfare Workers (TKSK) and five from the Community Social Workers (PSM). Thus, the total number of actors involved was 38 people from 3 different agencies. The total actors/personnel involved have their respective responsibilities, both those who take care of administration, finance, coordination and communication, and others—however, the number of human resources involved in the JSP program considered to be minimal.

*“Personnel involved in the JSP program are still lacking. Especially the personnel in the verification and validation of data to all villages in the Sleman regency”.
(Interview with R4)*

Lack of human resources, especially personnel in JSP dramatically affects productivity. So that recruitment and selection are needed to find human resources under job qualifications. Therefore the availability of human resources is the right surplus for the organization in carrying out the program. According to Simamora (2017), a reliable HR selection process does not only look at academic abilities but is more about ethics and group work skills and proper risk management. Thus, for the procurement of human resources in managing the Social Safety Net, the above considerations are needed. Furthermore, addressing the findings of the lack of human resources, it has a similar result from Kuntari (2016, p. 278) which in terms of quantity, it still lacks human resources, until there is still management that doubles the work.

On the other hand, budget resources also have an essential role in the implementation of the JSP program. Are the sources and budget allocations optimal? Budget resources also have a high level of urgency, where the availability and participation of useful budget resources can maximize the productivity of the programs implemented. According to Yuliani & Susanto (2018, p. 100) budgetary participation is an essential basis in the administration of local government, so the role of the budget as an instrument to control activity is significant in achieving the objectives of government administration. In this context, the budget for the implementation of the Social Safety Net program in Sleman Regency comes from the APBD sourced from the APBN and PAD, where the budget allocation is a channel to the posts of each JPS program.

The JPS budget is given to the poor based on criteria from Sleman Regent Regulation No. 40.1 of 2017 concerning Social Safety Net. Furthermore, this budget allocation is intended. First, in the post of education, namely to pay arrears in tuition fees. Second, in the post of health to pay for inpatient and outpatient care (victims of drug abuse). Thirdly, a social post that is for assistance with the cost of living for

the elderly before getting help from the government, aids for people with disabilities, assistance post mortem for victims of domestic violence.

Table 1.3
Budget and Realization of the JPS Program in Sleman Regency 2019

Sleman Regency Social Safety Net 2019	
Total Budget	IDR. 6.000.000.000,00
Realization	IDR. 5.998.362.220,00
The remaining budget	IDR.1.637.780.00

Source: Department Social Service at Sleman regency

The total budget allocated for the implementation of the Social Safety Net in Sleman Regency in 2019 was IDR. 6.000.000.000,00. From the results of observations and reviews of the realization of the total budget allocation in 2019, it only realized 85%. It shows that achievements of the Social Safety Net program in Sleman regency are not able to achieve 100%, it provides an interpretation of the budget design with the reality on the ground much different. Then, the remaining unabsorbed budget is immediately returned every two months, which is done withdrawal by BKAD and if there is still leftover in the two months the return is made.

The above confirms that accurate budget allocation is needed to assist low-income families (Wirmanda et al., 2019, p. 61), especially in the case of a financial aid budget required to strengthen the food security of low-income families (Kuntari, 2016, p. 274). It is so that budget assistance can touch all needy people in rural and urban areas where there are efforts to improve social welfare which includes education, health, and social well-being (Syafar, 2017, p. 14).

Actor and Communication Strategy: A Reflection of the Actor Movement

The emphasis on policy implementation is said to be useful if the actors and their communication run smoothly so that in this regard the actor becomes the central focus involving formal and/or informal organizations that are active in implementing policies. It is essential because the success of policy implementation is substantially influenced by the right features and following the implementing agency. So, according to Van Meter and Van Horn that policy implementation is closely related

to controlled actors and communication, implementing actors and communication are need as essential factors in implementing success so that they can work effectively accurately and consistently. Besides, the scope of communication is a crucial factor in implementing success.

Communication between actors is vital in every program implementation process, so it must be able to deliver targeted and planned messages in the interaction process. In Lukas, Pasoreh, & Golung (2020) that communication is a place to convey precise information to the actors from the government to the community and vice versa. Thus, in Harivarman (2017, p. 511), with clear communication, will produce good coordination which is interdependent between one individual and other individuals in the implementation of activities. Therefore, communication between actors is an effort to provide information to the public about the programs that will implement to improve their welfare.

In connection with this topic, the process of communication by the government through the Department of Social Service at Sleman regency to the community included in the JPS program is “Bottum up” in which the government listens to complaints from the public and then seeks joint solutions to those complaints. Thus, the community to obtain assistance directly came to the Social Service service by bringing the requirements for submission. This bottom-up policy product means that it is possible for people who are aware of guarantees of their essential needs due to poverty and vulnerability.

On the other hand, that in the implementation of JPS in Sleman regency, the government have lack human resources still, making it difficult in the implementation process at the lower level when verifying and validating the people who submit requests for assistance because active and organized communication is needed. So, with this lack of human resources, the disbursement of aid funds has a moderate intensity. It is because the disbursement of aid funds must go through verification and validation of personnel who implement JPS.

The above confirms from Kuntari (2016) that the limitations of human resources are still an obstacle and very vulnerable to obstacles in the process of implementing

a social safety net program. With all the barriers that still exist, there needs to be an assessment and evaluation of the policy implementation process.





Implementing Characteristics: Networking and Actor Strengthening

Implementation characteristics become one of the main highlights among the factors in implementing policies. In Van Meter and Van Horn revealed that the implementing character is required to have tightness and strong discipline. The program is managed by Department of Social Service, which is an extension of the provincial government and the social ministry. The Social Safety Net implemented in the Sleman regency is handled by the Department of Social Service, is a division of Social Protection and Security, the pleasant section, namely Social Assistance and Poor Handling, as security that is the basis for its implementation.

In conducting verification and validation of data to the field in collaboration with other parties, such as the Department of health service, the Regional Planning and Development Agency (BAPPEDA), the Regional Financial and Assets Agency (BKAD), and also social workers at the sub-district level and village. Every time the file is received until the funds disbursed, it is necessary to pay attention to standard operating procedures so that there is no administration mall which results in assistance that is not on target, not practical and inefficient.

In implementing this program, the Department of Social Service established standard operating procedures (SOP), so that beneficiaries and implementers could understand the process of submitting and disbursing the assistance. Lack of understanding of beneficiaries about the importance of SOP results in ineffective and inefficient work due to obstacles that occur (Rohman & Ira, 2020). With this SOP, the public can understand that the implementation of the program must be under the soup so that the work carried out by public services can be carried out effectively and efficiently. The SOPs in submitting and disbursing Social Safety Net assistance that has been designed by the Sleman Regency Social Service are as follows.

Table 1.4
Steps of Submission and Disbursement of JSP Sleman Regency

 Submission Submitting blank documents to the Department of Social Service after completing the requirements, max 14 days of note/ letter out	 Verification Officers will visit the applicant's house for an interview and verification of a maximum of 14 days	 Ratification Ratification of the Social Service coordinates with various parties in assessing and preparing assistance.	 Withdrawal Withdrawal, the applicant will be informed by telephone to be able to take assistance to the social service.
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Source: Department of Social Services in Sleman Regency

Therefore, the existence of a clear program implementer and standard operating procedures in implementing the program will provide excellent service to the community, effectively and efficiently this will be in accordance with the government's goals towards good governance and support Sleman regency in realizing its vision and mission to become Smart Regency.

Disposition and Social, Economic and Political Conditions

Van Metter and Van Horn revealed that the disposition of the implementers could influence the policy's implementers, so the limited intensity of dispositions will affect the failure of policy implementation. Then, the condition of policy implementation also influences, which is not conducive to external social, economic, and political climate can be a source of problems and fail the performance of policy implementation. Therefore, efforts to implement policies require conducive environmental conditions.

The implementation of the Social Safety Net program requires attitudes from the program implementers that already have enough experience and knowledge about the program (Khariza, 2015, p. 4). The social safety net instrument applied in the Department of Social Service was known and understood by all employees in charge of the program. All employees understand that this program is intended for poor and vulnerable people who have never received other assistance from the government. This assistance is given to people who have uncertain economic conditions that are vulnerable to social problems that can occur at any time.

Displaced persons who have difficulty paying for health costs in health services can apply for assistance to get help with the payment of costs for care and outpatient care. Then this assistance can be in the form of provision of provisions for people running out of provisions in the Sleman area. Provisions were given in the form of transportation money, and food allowance only crosses the area of Java. To avoid buskers and beggars in Sleman regency.

The existence of this Social Safety Net program poverty rate in Sleman district has decreased, although not much but quite significant. Social protection as a part of poverty alleviation has a significant role in reducing poverty in Indonesia (Supriyanto, Ramdhani, & Rahmadan, 2014, p. 65) Based on data from BPS DIY on the number of citizens who are in the poverty line in Sleman Regency shows that in 2016 a total of 96.63 thousand inhabitants, in 2017 a total of 96.75 thousand inhabitants, in 2018 a total of 92.04 thousand inhabitants, in 2019 a total of 90.17 thousand inhabitants (BPS-DIY, 2019). In 2019 the Social Safety Net program provided services to the people of Sleman Regency with the following assistance details.

Table 1.5
Number of recipients of JPS assistance in 2019

Category	Number of Citizen event got JPS program
Education Affairs	1.553 (Students) + 3 (College Student)
Health Affairs	722
Social Affairs	137 (Displace people) + 144 (Assistive devices and elderly)
Total	2.559

Source: Department of Social Service at Sleman regency

There are 2,559 people of Sleman regency who have received assistance from the government and are experiencing difficulties in paying tuition fees, health care costs, and other social difficulties. The Sleman regency citizen categorized as poor and vulnerable has a special identity to make it easier for the community to obtain any payment facilities. Only people who experience poverty unplanned can access the Social Safety Net programs such as small and medium businesses who suffer losses so they can access the program for education, health, and other social costs.

The above affirms that the amount that has received social security net assistance is still lacking in terms of (see figure 1.1). So it must be maximized to be served so that it can be saved from zones of vulnerable poor and poor. However, So

this confirms the results of (Kuntari, 2016, pp. 278–279) which required government commitment in managing social safety nets to improve the degree of health, education and social protection.

CONCLUSIONS

The social safety net program (JPS) in Sleman Regency sees success in following regulations and targets and objectives in its implementation. As an instrument of assistance in overcoming the critical situation provided to poor and vulnerable poor people over the gaps they experience. The Department of social service is the co-project in implementing the JPS and supported by several institutions and communities such as Bappeda, BKAD, DHO, and social workers. However, nowadays, the real portrait in the actual implementation still lacks human resources in handling the validity and verification of community documents. Only 38 people handled them from Social Affairs, TKSK, and PSM. It is indeed fundamental to affect the JPS implementation's effectiveness so that the portrait of the HR shortage crisis must be a concern for the Sleman regency government to hold personnel resources as energy support in the successful implementation of social assistance. In other contexts, the critical view of this research is that the orientation of the regulation created is only to assist people who are categorized according to Perbub 14 of 2019. It is difficult for those in the category, but cannot get help and then do not have supporting documents as a prerequisite to getting funds from JPS. Then, this program is seen as only providing social assistance in the form of money. However, there is no absorption of funds to design a skill improvement program for them so that future life does not depend on the government. The realization of a real inclusive community is to have the ability to manage lives sustainably without any help from people or institutions. Further research could examine the evaluation of the Social Safety Net program's final results from the perspective of beneficiary residents, providing perspectives on the recipient categories, namely education, health, and social specifically. It is considering to be an essential highlight because to ensure the results of implementation in one period are reviewing smoothly or vice versa.

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